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ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

OPEN MEETING WITH THE UNIVERSITY OF TORONTO

DECEMBER 20, 1974

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Appendix 'A' Opening Remarks of:

President J.R. Evans

Mr. C. M. Harding

Principal E. A. Robinson

Mr. John O'Donohue

ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

MINUTES

4-0176

MEETING

OPEN MEETING WITH THE UNIVERSITY OF TORONTO

LOCATION

Kawartha Room
Macdonald Block
Queen's Park

DATE AND TIME

December 20, 1974
2:00 p.m.

4-0177

ATTENDANCE

OCUA MEMBERS

J. S. Dupré

W. E. Bagnall

T. Giesbrecht

J. J. Deutsch

D. G. Hill

A. D'Iorio

T. R. Léger

P. D. Fleck

A. L. McCallion

J. D. Fisher

J. F. Mustard

R. Gerstein

R. P. Riggan

L. Good

Ronald S. Ritchie

W. Goyan

H. H. Walker

J. R. Yarnell

OCUA STAFF

J. P. Venton
Executive Secretary

N. E. Simmons
Associate Secretary

MCU (Observer)

B. A. Wilson
Assistant Deputy Minister

COU (Observer)

B. L. Hansen
Research Director

UNIVERSITY OF TORONTO DELEGATION

Dr. J. R. Evans	Mr. J. O'Donohue
Mr. C. M. Harding	Miss K. Hoffman
Mr. W. H. Broadhurst	Mr. D. Shindman
Principal D. R. Campbell	Mr. W. J. D. Lewis
Professor J. E. Dove	Principal E. A. Robinson
Professor C. M. T. Hanly	Mr. W. J. Whelton
Provost G. Ignatieff	Ms. S. French

Resource Persons

Professor D. F. Forster	Mrs. F. Ireland
Mr. A. G. Rankin	Professor P. P. M. Meincke
Professor J. K. Conway	Dean A. E. Safarian
Mr. N. James	Dean R. A. Greene
Dr. G. E. Connell	

4-0178

OPENING REMARKS

The opening statements of the Chairman of the Governing Council, the President, the Principal of Erindale College, and the President of the Students' Council of Scarborough College are attached to these Minutes as Appendix 'A'. Physical plant limitations on the St. George campus, where 25% of the space is over forty years old, were demonstrated through a series of slides and, using a computer terminal, a method of financial planning based on primary parameters was demonstrated. In addition to matters dealt with in depth in the University's brief, subsequent discussion focused on the following:

4-0179

ENROLMENT PATTERNS

The St. George campus has a location attractive to students, but no growth was envisaged by the University as a matter of deliberate policy. The University hopes that Erindale and Scarborough will be allowed to grow to their planned capacity of 5,000 students each. This would necessitate enlarging the physical plants of the suburban campuses, but the delegation noted that it might incur diseconomies if Erindale and Scarborough did not grow since many of the basic overhead facilities were adequate to support the planned enrolment (e.g. power plant). It was noted that Scarborough and Erindale Colleges attracted a greater proportion of their enrolment from the local community than did the St. George campus. The "no growth" situation on St. George was discussed at length with special emphasis placed on demand of applicants. In Arts and Science it was reported that out of 10,000 applicants only 3,000 were accepted.

4-0180

SIZE

It was stressed that the University's large size had as many drawbacks as it had features, and that economies of scale, often felt to be more easily achieved at a large institution, were moderated by inherent complexities and diversities.

4-0181

OPERATING FINANCE

The former Chairman of the Governing Council's Planning and Resources Committee described in detail the financial difficulties which would arise from the Government's planned level of funding for 1975-76. In particular it was noted that all salaries had fallen behind business community and government levels and that merit components of salary increases were suffering as the University attempted to meet cost of living increases. It was stressed that it was of utmost importance that OCUA work with the Government in the formulation of long-term plans for universities and communicate these to the university community in order that planning might be carried out in a co-operative and constructive manner.

The delegation emphasized that the University was prepared, in 1975-76, to incur a deficit rather than adopt alternatives such as staff cuts or inadequate salary increases.

4-0182

QUALITY OF RESEARCH AND TEACHING

Student members of the University's delegation commented in detail on factors which affect the quality of the educational experience noting in particular the importance of reasonable class sizes; of faculty, as opposed to graduate students, teaching undergraduates; and of equipment renewal and updating. Particular emphasis was placed on the importance of faculty research for the maintenance of instructional quality.

A related problem, it was noted, arose when fiscal stringency made it impossible for the University to replace departing staff in areas of national interest such as the International Cooperative Astronomy Programme in which Toronto was involved. The delegation placed additional emphasis on the declining purchasing power of static equipment budgets and related wide-ranging effects on research, undergraduate teaching and graduate work.

4-0183

SUPPLEMENTARY INFORMATION

The delegation agreed to provide supplementary information concerning Native and foreign students, student geographic sources, and the proportion of women graduate students and support staff.

N. E. Simmons
Associate Secretary

J. S. Dupré
Chairman

Appendix 'A'

OPENING REMARKS OF:

President J. R. Evans

Mr. C. M. Harding

Principal E. A. Robinson

Mr. John O'Donohue

President John R. Evans:

The charts illustrate the governing structure and academic organization of the University of Toronto: Arts and Science, health sciences, other professional faculties, and School of Graduate Studies. Services appear underneath: academic services like the library, admissions and awards; student services like placement and housing; information services; and administration.

As you see, the academic structure contains very great diversity. We have some programmes and some divisions that you will not have found elsewhere in Ontario, and indeed some that are unique in Canada.

We offer graduate and professional training that is often costly, either because of small group teaching (for example, in Medicine), or associated research (as in physics or biology or chemical engineering), or because of an expensive base for undergraduate instruction (the dental clinic costs us over a million dollars a year which we do not recover from either the Ministry of Colleges and Universities or the Ministry of Health).

Even in the Faculty of Arts and Science we have little homogeneity. As you have seen, we have many colleges which we have recently brought into closer co-operative relationships. Two of these, the two suburban colleges, are at the early stage of development which justifies, in the rest of the Province, a claim for development grants because of diseconomies of scale. The chart entitled "Trends in Emergent and Compensatory Grants" shows that we did receive such grants for a while, but the Government decided to pay for development elsewhere in the Province, but to let the University of Toronto shoulder the development costs of Scarborough and Erindale.

Besides the mixture of old and new colleges there is in the Faculty of Arts and Science a mixture of large and small departments. Certain "area" studies attract small numbers of students, but are deeply valued none the less. This University happens to have the books and the scholars to offer students the opportunity to learn Chinese, Japanese, Greek, Latin, Hebrew, Sanskrit, Arabic, Russian, Polish and Indian; not only the language, but also the history and literature, and, to an increasing degree, contemporary politics, economic geography and creative arts of those parts of the world. Even though the numbers of students may be too small to justify the programmes on an economic basis, we believe it is of the utmost importance for Canada to have centres

where these studies can be pursued, in this age of shrinking distances and shifting power among our global neighbours. Events in the Middle East and the Pacific Rim have given to these seemingly esoteric studies an instant practical relevance.

It is tempting to look at a large university and expect the economies of scale to be almost indefinitely extensible. But the various parts are very different in goals, problems, and stages of development. Resources are not often interchangeable. We are doing our best to exploit all the interchangeability there is, by moving towards greater sharing of resources between academic divisions and across the three campuses.

We have, then, a mix of developed, emerging, growing, and disappearing structural units as we make adaptations to meet changing needs. There is no way to avoid adapting and innovating: the ACAP reviews, for instance, constantly point out areas where graduate programmes need developing or strengthening.

Administration and management become complex operations in these circumstances, with diverse academic programmes and historic colleges, three campuses, ten teaching hospitals. It is costly in personnel and process. Size is a mixed blessing: it brings many opportunities and many difficulties.

You will have heard all over the Province about the impact of inflation on the universities and their employees, particularly about the high costs of shelter and food that bear so heavily upon the lower paid personnel. I assure you that these costs are no less burdensome in Metropolitan Toronto, and this applies to all costs, not just salaries. The BIU increase of 7.4%, so far below the rate of inflation and following upon three successive years of compression, has put us in an extremely difficult position with our academic and non-academic staff, and with our non-salary items, aside from what it is doing to damage the quality of our work and short-change our students.

I wonder if we are faced with an overly provincial view of our provincial university system? If a provincial objective is more scholar for the dollar, then research activity will be downgraded and student-staff ratios increased, and productivity will be measured in quantitative terms such as student contact hours. But universities cannot be measured in terms of immediate productivity! The university is one of the few resources society has that is a true investment in the future, through the preservation and creation of knowledge, through innovation and discovery, criticism and revaluation. This is the type of productivity that it is important to maintain —

productivity of quality and imagination and curiosity and devotion, as well as quantity.

Some in Government seem to believe that we should adopt an assembly-line processing type of model. But we cling to the belief that what rubs off on those students is more important than how many there are going through. Our provincial paymaster should look at quality control as well as production units.

Fundamentally we believe that Canadians value and take pride in their universities, much more than the various levels of government seem to think. We clearly recognize the significance of the role of the Ontario Council on University Affairs in changing the climate of opinion to ensure that the longer term values are not short-changed.

In our submission we described the University's objectives and strengths in greater detail. Commenting on the COU Statement of Principles, we suggested that there should be special extra-formula support for Scarborough and Erindale, but now in view of the extremely low level of funding we would be more inclined to urge the Council to keep the amount of extra-formula grants as low as possible, because the integrity of the entire system depends so greatly on the retention of the formula with the objectivity and freedom that that implies.

In leading off the discussion or presentation from the University of Toronto, I would like to stress that I will be talking about something which is quite unique.

Before you get immediately bored, I wish to assure you that I am aware that you have been listening to unique problems for the last few weeks.

However I think I am quite right in saying that the Governing Council of the University of Toronto is really unique and is different from any other governing structure in the Dominion of Canada and possibly anywhere else in the world.

The second point is that we are not going to talk about problems as we refuse to admit we have any. If some such appear to appear, we merely talk about over a period of seven or eight days.

I do not really know how much knowledge I should assume you have about our Governing Council but my time is very limited and I will be very brief. We are a unicameral structure structure replacing the former Board of Governors and the Senate. There are fifty people represented in our body including the Chancellor and the President and the remainder of the representation is split equally between outside representatives and inside representatives. The outside are 16 appointees made by

the Lt. Governor in Council and 8 alumni elected by their associations. The internal members consist of 12 faculty elected in various constituencies, 8 students elected in various constituencies, 2 support staff elected in various constituencies and 2 presidential appointees. I am Chairman and Chairman of the Executive Committee.

We have been in business from the 1st of July, 1972. During this period, we have formed standing committees of Academic Affairs which in part replaced the old Senate, Business Affairs, External Affairs, Internal Affairs and Planning & Resources. Some of these Committees have sponsored important standing subcommittees such as Audit & Finance, Curriculum and Standards, etc., and many special task forces. Task forces often involve members of more than one Committee. During this time, we have evolved many of our procedures.

At this stage of the game, the question might well be asked - how are we doing?

I first state that I would not want to compare ourselves to any other university but compared to our previous system, I would say it is an improvement. The Governing Council is the one supreme governing body.

It is the most representative body, composing all categories of the university community but there is a definite problem especially at the University of Toronto of getting adequate representation without unwieldy numbers from so many diverse areas and groups. We have been fort-

unate in that the representatives chosen have usually taken the stance that though they represent a particular constituency, they also represent the university as a whole and the public.

It is in certain ways a political body and sometimes decisions are reached for political reasons. This is not necessarily wrong. It does occasionally get emotional but I do not think that this is a serious flaw. Probably the greatest criticism I would have would be that it sometimes takes an inordinate length of time to deal with a subject which might have political overtones. Nevertheless, I feel it safe to say that when legislation goes through the committee stage, the Executive Committee and reaches the Governing Council, it is in far better shape than when it started and the quality of legislation has improved. It improves the dedicated time of many people to ensure that this happens but it does ensure that legislation is sold to the community on its passage through the various stages.

How does the record stand up in this respect? I think that it is safe to say that it has stood up fairly well. We dealt in our first year and part of the second year with the discipline problem. We have finally passed a Code and a tribunal for Academic discipline and a tribunal for non-academic discipline has yet to be passed. The original one was rejected. I think in this the Council made the right decision and we are still working on it.

We are now reviewing the procedures on academic appointments. This is taking a long time as it quite properly should but I would be hopeful by the end of this academic year that this legislation should be ready and will have received very careful thorough scrutiny and exposure.

We dealt with the problem of phasing out a faculty. This took time and it was at first rejected but it was dealt with again in the proper manner. Since then we have dealt with re-structure of another school, The School of Hygiene.

A good example of how the Council has worked well is in passing a Memorandum of Understanding relating to the role of colleges and the Faculty of Arts and Sciences. This went through remarkably smoothly but the preparation work that led to this smooth passage was tremendous and the Council and its various committees provided an ideal forum for the discussion of it and for its later acceptance by the university community. This important piece of legislation was therefore passed.

We have recently finished a review of the University of Toronto Act and although this took time, we did do the job required from us by the government in the University of Toronto Act 1971. Our recommendations consisted of minor house keeping recommendations and a recommendation of what I would still say was a minor change in the compos-

ition of the Governing Council. My comments on this are that the space of two years was too soon to make a really definite assessment of our performance and that when the time does come in the future for a complete assessment, it should be done by some body other than the Governing Council itself.

To sum up, you are now dealing with a university which has been experimenting for the last two and a half years with a unique and new system of government. We are not in a position yet and cannot be in a position to say whether the experiment is successful. I think it is a worthwhile experiment. Certainly if it proves to be successful at such a large and complex institution as the University of Toronto, it is going through its most severe test. If later there are any questions which I can answer regarding this, I would be most happy to do so.

Principal E. A. Robinson, Erindale College:

Both the Scarborough and Erindale Campuses of the University of Toronto, started at the request of the Government, were planned to accommodate 5000 full-time students in Arts and Science. Currently the enrolment is 3400 full-time students at Scarborough and 3000 full-time students at Erindale, (respectively 27% and 21% greater than in 1973-74). In addition, there are approximately 500 FTE students enrolled in part-time studies at each College. Scarborough College teaches part-time students both on its own campus and at Durham CAAT.

Both Erindale and Scarborough have been adversely affected by slip-year formula financing and by lack of development grants of the magnitude received by other institutions. At Scarborough the student/faculty ratio increased from 19.8/1 to 22.9/1 from 1973-74 to 1974-75. Corresponding figures for Erindale are 21.8/1 and 23.1/1. The severe financial problems that the University of Toronto faces next year are bound to make the situation worse, and have a severely adverse effect on the quality of the teaching programmes.

Because of the freeze on capital construction, both Erindale and Scarborough are forced to limit enrolment in 1975-76. Each campus anticipates approximately 3800 FTE students, which will be achieved at Scarborough by reducing first-year intake from 1580 (currently) to 1250, and at Erindale by stabilizing first-year enrolment at 1250.

Even so, the physical plant at each campus is not adequate to accommodate these frozen enrolments, because plateaus at this stage were not anticipated when existing space was planned (A good example of how careful university planning can be wrecked by sudden unpredicted and unpredictable changes in government policy). At Scarborough there is a crucial shortage of library and study space, while at Erindale the grave shortage of suitable space is for faculty offices (a situation somewhat alleviated this year through the University financing of "temporary" accommodation on the Erindale Campus).

Makeshift changes in plant have cost Erindale and Scarborough \$75,000.00 each this year and similar costs are anticipated for 1975-76. In addition Erindale will carry the full burden of a \$40,000.00 mortgage payment.

Specific difficulties exist on each of the three campuses of the University of Toronto. We urge that the OCUA not assume that simply regarding the three campuses as one system in any way alleviates particular difficulties that both Scarborough and Erindale encounter.

Mr. John O'Donohue, President, Scarborough College Student Council:

I wish to take this opportunity to explain briefly the recent growth pattern at Scarborough College and the resulting effect this growth has had upon the College.

The College has experienced massive growth last year as well as this year. There was a net student increase of 27% in 1973-74 and another 27% increase in 1974-75. Due to this phenomenon there is desperate need to construct the proposed phase three, the plans which have been submitted to the Ontario Ministry of Colleges and Universities.

Some present areas of the College have been built to accommodate 5000 students. There is adequate recreation, dining room, and power plant facilities for this number of students, but students are presently forced to study in corridors and in the cafeterias. This serious disparity can only be solved by constructing the library and study facilities that are incorporated in the phase three plan.

The present library is located in a confined area that was never intended to be permanent. It is equipped to service 2400 students and the present full-time equivalent student population is 3500.

Universities are expected to provide study carrel areas to accommodate 25% of the enrolled student body at any one time. At Scarborough there is study carrel area for 12% of the student body.

I believe this committee will be interested to know that the student-staff ratio at Scarborough College is higher than the rest of the province.

In a recent article to the Toronto Star, Mr. A. C. Auld, Ontario Minister of Colleges and Universities stated that the 1973-74 student-staff ratio in the Ontario University system was 13.7 to 1. However, Scarborough's student-staff ratio was 19.8 to 1. This year it has climbed to 22.9, a growth of 3 points rather than Mr. Auld's province-wide conjecture of 1 point.

At Scarborough there is in general a very sincere effort made by the faculty to present lectures in an effective manner, provide tutorials that are enlightening, and extra office hours to discuss problems, ideas, and concepts of a particularly difficult nature.

Nevertheless, the quality of teaching and learning is suffering due to the increased student-faculty ratio.

In conclusion then I must assess the learning environment at Scarborough College as deficient. I urge the Ontario Government to provide the University of Toronto with the necessary funds to hire sufficient teaching staff, and to construct phase three in order to create adequate library and study area at Scarborough College.

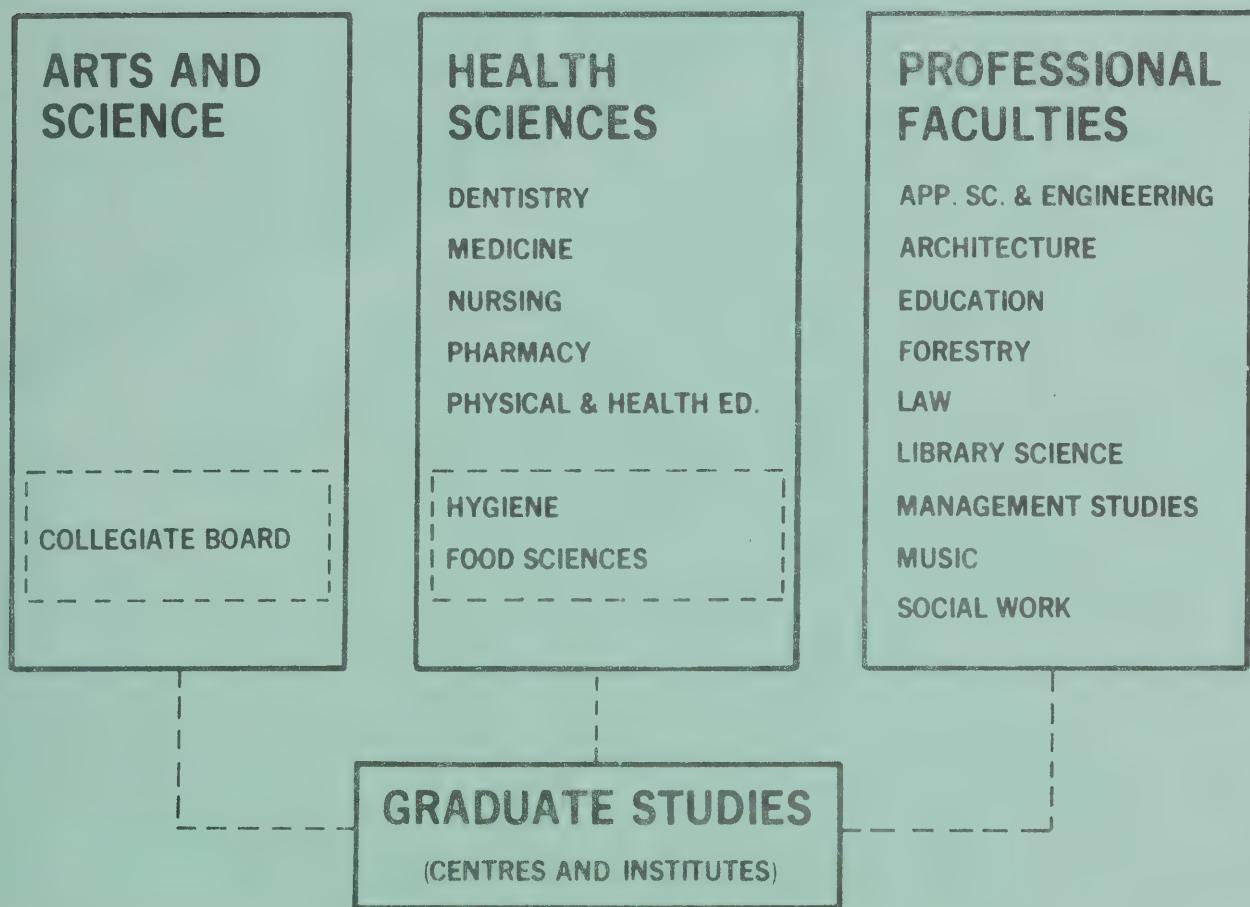


UNIVERSITY OF TORONTO

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